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ABSTRACT

The problems confronting the public community colleges of Alabama are discussed, and alternatives are suggested. Following a brief discussion of the history and growth of Alabama's state junior colleges, the following major problems are identified, and solutions are proposed: (1) There must be a master plan to insure that the junicr colleges are responsible to the post-secondary educational needs of the state; (2) A state level organization to coordinate the junior colleges and the junior colleges with the separate system of technical institutes is needed; and (3) A more sophisticated system for funding must be developed in order that needs can be more effectively represented to the legislature and funds can be equitably distributed to the institutions. (DB)

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ORGANIZING THE ALABAMA STATE JUNIOR COLLEGE SYSTEM FOR THE SEVENTIES

By

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JC 730 140

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PREFACE

This monograph was developed for the State of Alabama by Dr. E. B. Moore, Jr., who was a recipient of an in-service grant from the Center for State and Regional Leadership operated jointly by the University of Florida and Florida State University under a grant from the W. K. Kellogg Foundation. The problem confronting the public community colleges of Alabama is not too different from the problem confronting many other states throughout the nation. The fragmented development and overlapping or competing organizational structures for post-secondary education result in unnecessary duplication of services and unfortunate jurisdictional disputes.

The author states:

> The dichotomy which seems to exist between "academic" and "vocational" education is intolerable in a dynamic technological society. This monograph seeks to present some alternatives to bring together separate systems of junior colleges and post-secondary technical institutes to provide a broader range of educational opportunity without needless duplication.
>
> In the writer's view all education is vocational. The mechanic who is not sufficiently educated to properly manage his personal affairs is as poorly equipped as the classical scholar who cannot obtain employment. No apology is made for the obvious bias in favor of comprehensive programs at the two-year post-secondary level.
>
> The proposals and recommendations contained herein do not necessarily represent the views of the Alabama State Board of Education, nor the Alabama State Department of Education. They are solely those of the author who must bear full responsibility.

It is refreshing to have such a candid and open expression of concern. For too long, professional educators have attempted

to imply that all is well when the time had long since passed for direct discussion, analysis, and action. The Legislature nor the general public will tolerate this type of isolationism any longer. Public post-secondary education is increasingly held accountable and thus, this monograph proposes an alternative for the State of Alabama which might well be considered by other states.

The FSU/UF Center for State and Regional Leadership is financed in part by a grant from the W. K. Kellogg Foundation and has as its primary objective the improvement of state agencies directly or indirectly responsible for the development of community junior colleges. State agency officials or their designee concerned with study of an issue or problem related to community junior college education within their state which has potential applicability for other states throughout the nation are eligible for and encouraged to apply for the in-service grant program.

Louis W. Bender
Professor of Higher Education

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ORGANIZING THE ALABAMA STATE JUNIOR COLLEGE SYSTEM FOR THE SEVENTIES

CHAPTER I

HISTORICAL DEVELOPMENT

Enabling legislation for the first public junior college in Alabama is found in Act No. 888 which was approved at 3:38 P. M. September 8, 1961. Franklin, Marion, and Winston Counties were authorized by that statute to establish a public junior college under the control of a local board of trustees. The college was to be supported by public funds with the boards of education of the three counties and of incorporated municipalities within the counties authorized to expend funds for this purpose. The college opened September 1, 1963, as Northwest Alabama Junior College with an initial enrollment of thirty-nine students. Thus, the system of public junior colleges began.

On May 3, 1963, Acts 92, 93, and 94 of the Second Special Session of the Alabama Legislature established the Alabama Trade School and Junior College Authority and authorized the sale of $15,000,000 in bonds to be expended for the construction of trade schools and junior colleges. Responsibility

for the operation and control of these institutions was vested in the Alabama State Board of Education.

Section II, Act 94 includes the following definitions:

" 'Junior College' means an educational institution offering instruction in the arts and sciences on the level of difficulty of the first two years above high school level."

" 'Trade School' means an educational institution offering instruction primarily in useful trades, occupations, or vocational skills."

Section II, Act 94, placed both junior colleges and trade schools under control of the State Board of Education. Among the responsibilities assigned the Board is to "--- prescribe the courses of study to be offered and the conditions for granting certificates or diplomas---".

On June 4, 1963, the State Board of Education approved the appointment of a State Committee on Junior Colleges and a State Committee on Trade Schools. These committees were to make recommendations concerning the location and programs of the two types of institutions.

The Junior College Committee was charged with selecting five locations throughout the state for junior colleges. The Committee reported its findings and recommendations to the Board on October 1, 1963. Eight days later, the Board designated ten sites including the Northwest Junior College site,

without further study, as the locations for state junior colleges. By 1967, two former private institutions were brought under state control and five additional sites were approved. In 1971, the last public college was developed bringing the total to eighteen. A nineteenth site has been approved but at this writing no action has been taken to establish a college at that site.

The Junior College Committee agreed on certain educational needs which it felt could be met by junior college programs. These included a two-year course in general education, a possible need for a program of one or more years of vocational-technical education, a need for basic programs for those who may wish to transfer to a senior college, and a need for various programs of adult education.

In creating a dual system of junior colleges and vocational schools, Alabama followed the practice then current in many states. Consequently, until recently, there has been no administrative or structural conjunction of junior colleges and technical institutes. Some latitude has made it possible for the junior colleges to develop courses or programs to respond to the demand for occupationally oriented preparation. On the whole, however, the junior colleges have concentrated on "college parallel" programs and the technical institutes have emphasized training in occupational skills.

This dual system of junior colleges and technical institutes has become Alabama's major response to the egalitarian ideal of educational opportunities for all and a major vehicle for the introduction and maintenance by the State of a responsive diversity of educational opportunities.

Program coordination within the system of eighteen junior colleges and twenty-seven technical institutes has been inhibited by the duality imposed by the enabling legislation of 1963. As already noted above, the junior colleges have given priority to the transfer program while technical institutes have provided occupational education almost exclusively.

While developing their transfer programs, the junior colleges have also introduced a number of terminal programs in a variety of occupational fields. The developed state of college transfer programs is manifest. All eighteen junior colleges offer the Associate in Arts degree and the Associate in Science degree. The junior colleges' entry into fields of occupational training is evident. Twelve of the eighteen offer terminal Associate in Science degrees, sixteen offer the terminal Associate in Applied Science degree, and certificate programs are available in fourteen of the junior colleges.

The wide range of occupational programs is available in the technical institutes. The breadth of institutional offerings ranges from six programs at the Alabama Institute of Aviation Technology to twenty-three at George C. Wallace State

Technical Junior College. Some programs exist to satisfy essentially local needs, while others serve the state as a whole. In any event, the offering and distribution of programs are coordinated with the annual state plan for vocational education. Academic offerings by technical institutes have been limited to those related and necessary to the skills being taught.

All of the public junior colleges offer remedial courses in English and mathematics for students found deficient in these skills, thus meeting a need accentuated by the open-admissions policy. Some of the technical institutes also provide remedial instruction when needed to prepare students to function in their selected occupational programs.

It would appear that limited funds have restrained the attempts by junior colleges to fully implement programs of vocational education. With the exception of data processing and the health occupations, they have confined their occupational training to programs not requiring extensive and expensive specialized facilities and equipment. In any event, as a consequence of such junior college initiatives, some duplication exists between junior colleges and technical institutes in those two general areas and in the areas of secretarial science and other business occupations. Some of this duplication occurs in areas where a junior college and a technical institute exist in close proximity and may not be warranted.

One apparently salutary effect of the expansion of junior colleges into vocational education has been the benefits accruing from the reciprocal reinforcement and enrichment of academic and technical education within a single institutional framework. In such circumstances the institutions involved may approach the dimensions of a "comprehensive community college", the nature of which is discussed later. In most cases the conjunction has occured simply by institutional initiative on the part of the "academic" junior colleges, but there are four two-year institutions in which the functions of a junior college and a technical institute are formally and officially joined. These are the John C. Calhoun State Technical Junior College and Technical School at Decatur, the George C. Wallace State Technical Junior College at Dothan, the George C. Wallace State Junior College and Technical Institute at Selma, and T. A. Lawson State Junior College and Wenonah State Technical School at Birmingham. Although each operates under a single administrative head, the organization of instructional components sharply distinguishes the junior college and technical institute functions, responding in general to Acts 93 and 94 and in particular to the separation of the two functions in state funding.

In some instances, junior colleges have been providing facilities to universities for the purpose of conducting some junior and senior level programs. These contractual arrange-

ments have been justified on the basis of student convenience and thus far, extend only to the use of facilities.

The two-year institutions are responding to the increasing demands of their constituency for low-cost, open-access programs by establishing appropriate educational programs at various locations throughout their assigned transportation areas. This practice is in keeping with the community college concept and the programs offered are consistent with the legal bases upon which the institutions were established. There are problems associated with the competition for students between junior colleges and universities. The junior colleges have primary responsibility for the student who cannot meet the selective admissions standards of the university but the two-year institution cannot turn away any citizen who is legally entitled to its services. A logical solution is seen in limiting the universities to extension programs which provide instruction above the sophomore level. The main emphasis should be to provide educational service at the lowest possible cost, both to the taxpayer and the student, and not to engage in competition for students.

There has been little evidence of a coordinated process of program development operating in the state except where vocational instructor units are involved. Therefore, some unwarranted overlap and duplication exists throughout. While there has been an attempt to coordinate programs within junior

colleges and technical institutes no extensive program coordination between the two types of institutes has been established. Programs have largely been developed by each institution to fill needs as perceived by that institution. There is some evidence of the use of surveys to establish a base for program development but there has been no formal system of coordination to insure that programs are necessary and responsive.

As noted earlier, legal control of junior colleges and trade schools is a responsibility of the State Board of Education. Operational control of these institutions is delegated to the State Department of Education. Until July 1, 1972, control of the junior colleges was delegated to a Division of Research and Higher Education while the trade schools and technical institutes were supervised by the Division of Vocational-Technical Education. On July 1, 1972, the Division of Research and Higher Education was abolished and responsibility for junior colleges was transfered to the newly designated Division of Vocational-Technical and Higher Education. For the first time junior colleges and technical institutes were brought together.

Capital improvements at junior colleges and technical institutes are the responsibility of the Alabama Trade School and Junior College Authority, created by the Legislature in 1963. The Authority issues bonds and awards contracts for

construction and other capital improvements. By January, 1972, a total of $51,232,558 in capital outlay had been expended on the junior colleges; almost $38,000,000 came from state sources and the remainder from federal grants. It is estimated that, with some exceptions, general classroom and administration space in the junior colleges is adequate for present enrollments and technical institute facilities are generally adequate to support current occupational offerings. Space for other purposes is needed in a number of institutions.

Access to the two-year institutions is fostered by the transportation system maintained by each junior college and technical institute. The combined junior colleges and technical institutes at Decatur, Dothan, and Selma maintain in each case a single transportation system and Lawson State Junior College and Wenonah State Technical Institute are also served by a single system. Otherwise the separate development of junior colleges and technical institutes has resulted in duplication in transportation service.

CHAPTER II

SYSTEM GROWTH AND RESULTING PROBLEMS

Advances in technology, continuing expansion and diversification of the State's economy, increased leisure time, and related personal and societal needs, as well as population growth, are among the factors which insure that Alabama's system of two-year, post-secondary educational institutions will be even more important in the 1970's than it proved to be in the previous decade. The expected rise in enrollment confirms the importance of the future role of these institutions. Table 1 shows the growth in numbers of institutions and students during the 1965 - 1972 period.

TABLE 1

HEADCOUNT ENROLLMENT AND
NUMBER OF STATE JUNIOR COLLEGES
1965-72

YEAR	NUMBER OF COLLEGES	ENROLLMENT (FALL HEADCOUNT)
1965-66	14	5,737
1966-67	14	12,910
1967-68	15	15,174
1968-69	15	17,545
1969-70	17	18,386
1970-71	17	21,286
1971-72	18	24,655

Enrollment in the public junior colleges has been projected to reach 40,291 in 1979 and that of the technical institutes to increase to 13,539 in the same year. The projected total for the two types of institutions represents an increase of 61% over 1971.

It is obvious that response to such increasing student demand will in many cases require enlarged physical plants and in most cases increased funding for faculty, equipment and operating expenses. Even generalized estimates of such future needs are unavailable; the suggestions for reorganization of the system of two-year institutions discussed below will, if they are implemented, materially affect any projections of future needs. It is clear, in any event that planning for growth will be among the most demanding tasks of the authority responsible for the two-year institutional programs. Planning and development must be alert to the changing needs of communities and individuals and responsive to those needs by appropriate flexibility and deversity in programs and curricula.

Since the State of Alabama created its dual system of junior colleges and technical institutes, national attention has increasingly focused on the development of the

"comprehensive community college." A comprehensive community college is conceived as a two-year, post-secondary institution serving the citizens of a designated geographical area with a diverse and responsive range of quality educational opportunities. Each such institution provides five or six basic programs. The transfer education program is designed to prepare the basic requirements for the first two years of academic instruction. Viable university parallel programs require careful and continuing articulation between junior and senior institutions. The occupational education program provides post-secondary training appropriate to immediate entry into a wide range of occupations. Ideally, the design of occupational programs should achieve for each student a "universal education", combining general education and occupational training, thus avoiding the narrowness of either. The general education program seeks to meet the need of the undecided high school graduate by a curriculum sufficiently flexible to permit ready access to other programs once the student has made a determination of future direction. The continuing education program typically provides part-time instruction to enable adults and young people out of school selectively to upgrade their levels of education and to adapt to changing conditions. The community service pro-

gram consists of essentially leisure-time activities responding to the interests and resources of each institution's particular community. Developmental education affords students who are marginally prepared for post-secondary education the opportunity to develop, in programs arranged to suit individual circumstances, the personal and intellectual skills needed for further study.

Some of the State's junior colleges have moved toward becoming comprehensive institutions. Generally speaking, however, a system of separate junior colleges and technical institutes cannot respond to the institutional conception suggested above. The familiar situation wherein junior colleges concentrate on the transfer program while also offering a number of vocational programs cannot be equated with a comprehensive community college.

Recent development has provided for an increased emphasis on the provision of expanded opportunity for Alabama's citizens to receive preparation in a wide variety of occupational skills. The technical institutes are busily engaged in developing evening programs and curricula which will be even more responsive to the educational needs of the state. The State Board of Education has authorized the designation of these institutions as technical colleges when certain prescribed standards are met. This action permits the development of programs leading to the Associate in Applied Science degree. Thus, the framework for the establishment of a

system of community oriented pre-baccalaureate, post-secondary education comprised of co-equal institutions is soon available. Each junior college and technical institute has unique capabilities for service. These capabilities should be maximized through cooperation rather than fragmented by needless competition.

Since the State's system of two-year, post-secondary institutions is not now one of comprehensive community colleges, serious consideration should be given to the development of a system of such multi-purpose institutions.

As indicated in Chapter I little attention has been given to planning. The system grew not unlike the Kudzu which was introduced to control the eroding clay hills of South Alabama. That the institutions have developed as well as they have is due to the foresight of the individual administrators and a great deal of luck.

The Alabama Education Study Commission of 1968 included among its recommendations the establishment of the Alabama Commission on Higher Education for the purpose of coordinating all higher education in the state. Legislation was passed establishing such a commission and in 1972 the commission began work on a state-wide master plan for post-secondary education including junior colleges and technical institutes. This was the first attempt at comprehensive planning for higher education. That portion of the proposed plan concerned

with junior colleges is discussed in Chapter III.

The 1968 Study Commission Report also considered the role and scope of higher education. According to the commission:

> The system of higher education should have as its cornerstone, the comprehensive junior college. These fast developing institutions have become a major force in the democratization and popularization of higher education. Junior colleges are able to offer a broad range of programs to meet the educational needs of the community at a reasonable cost. Their major function is, and should remain, teaching. The doors of these institutions are open to all who can benefit from attendance.[1]

The comprehensive community college is gaining support throughout Alabama. A major problem is found in implementing the concept without impinging upon the autonomy of the institutions which comprise the current dual system of post-secondary, pre-baccalaureate institutions. The central question is: How can a comprehensive program be developed without duplicating the offerings of two basically single purpose, co-equal institutions?

A problem of equal import is the provision of adequate financial resources to support a fully comprehensive program. State junior colleges, indeed all public education in Alabama, have long suffered from inadequate support. Table 2 presents the state allocation per full time equivalent

---

[1]Alabama Education Study Commission, Report of Task Force I, The Role and Scope of Public Education in the State of Alabama (Montgomery, Alabama: Alabama Education Study Commission, 1968), p. 69.

student for the period 1965 through 1972.

TABLE 2

STATE ALLOCATION PER FTE
JUNIOR COLLEGE STUDENT
1965 - 1972

YEAR	ALLOCATION PER FTE
1965-66	$710
1966-67	519
1967-68	482
1968-69	417
1969-70	569
1970-71	530
1971-72	547

The funding problem has been made more serious by the method of distribution to institutions. State monies have been allocated to junior colleges on the basis of the minimum standard of the Southern Association of Colleges and Schools. Enrollment has been the sole determinant of the amount of funds provided each institution. No consideration has been given location or the scope of the program of each college. Thus the college with the most comprehensive program receives no more resources than a purely transfer institution of comparable size. The inadequate funding is beginning to create some serious problems, particularly in deferred maintenance.

As stated earlier the system has developed as a result of the initiative of the individual institutions. There has been considerable competition for students and for political favor. Until recently, there has been no attempt at state-

wide coordination. Some junior colleges are fairly comprehensive; others have very limited programs. Some have fully developed plants; others are in inadequate facilities. Resources are inadequate yet those scarce resources have not been used effectively because of inadequate planning and coordination of the junior colleges and the separate system of technical institutes.

From this brief treatment of the history and growth of Alabama's state junior colleges the following major problems may be identified:

1. There must be a master plan to insure that the junior colleges are responsive to the post-secondary educational needs of the state.
2. A state level organization to coordinate the junior colleges and the junior colleges with the separate system of technical institutes is needed.
3. A more sophiscated system for funding must be developed in order that needs can be more effectively represented to the legislature and funds can be equitably distributed to the institutions.

The remainder of this monograph is addressed to proposed solutions to these major issues.

CHAPTER III

A PLAN OF ACTION

The Master Plan

The Alabama Commission on Higher Education has been charged by law to develop a master plan for all higher education in Alabama. The portion of the plan concerning junior colleges and technical institutes has been prepared by the Director, Higher Education Branch, Division of Vocational, Technical, and Higher Education and reviewed by the administrative heads of the colleges and institutes. As a result, a compromise plan has been developed which has support of the institutions affected.

The premise upon which the master plan is based is that a system of comprehensive two-year institutions is necessary to meet the expanding educational needs of Alabamians.[2] A comprehensive two-year program includes transfer education to meet the basic requirements for the first two years of academic instruction; occupational education appropriate to immediate entry into a wide range of occupations; general education to meet the need of the undecided high school graduate which is sufficiently flexible to permit ready

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[2]The material which follows is taken from the unpublished Draft Master Plan, Junior Colleges and Technical Institutes, Alabama Commission on Higher Education, Montgomery, Alabama, dated January 4, 1973.

access to other programs once a determination of future direction has been made by the student; continuing education to enable adults and youth out of school to selectively upgrade their levels of education and to adapt to changing conditions; programs of community service responding to the interests and resources of the particular community; and developmental education for those who are marginally prepared for post-secondary education. Individually few of Alabama's two-year institutions provide such a comprehensive program. Collectively, there is the capability for a fully comprehensive program. It is only necessary to bring the resources of the several institutions into concert.

Since the state's system of two-year, post-secondary institutions is not now one of comprehensive community colleges, a state-wide system of such multi-purpose institutions has been proposed. The plan calls for the establishment of consortia of junior colleges and technical institutes located in the same geographical area to form what in effect are "multi-institution area community colleges". Thus, the capabilities of each existing institution can be used to provide a comprehensive program without unwarranted duplication. The plan is to be implemented in five phases. Phase I involves detailed study of existing capabilities and projected needs on both state-wide and local levels. These studies and plans form the basis for implementing the plan and will be completed

by September 1, 1974. Consortia will be established in four phases with one consortia formed in 1975; four in 1976; four in 1977; and five in 1978. This phasing permits modification as dictated by experience. No change will be undertaken more quickly than conditions permit nor will the schedule be regidly adhered to if earlier implementation proves feasible.

In addition to the planned system of consortia, the master plan also includes the following recommendations:

Recommendation: The state junior and technical community college system should provide programs of occupational education, general education, transfer education continuing education, developmental studies and community services consistent with needs and resources provided.

Recommendation: Community junior and technical colleges should limit academic programs to the sophomore level and universities should not duplicate the offerings of community junior and technical colleges either in extension centers or by establishing open-admissions associate degree programs.

Recommendation: Enrollment trends must be closely coordinated with programs, facilities, and resources, thus, a continuous study of enrollment potential, using a unified system of enrollment projection, must be developed to insure that institutions and programs are responsive, effective, and economical.

Recommendation: The community junior and technical

college program should be comprehensive based upon the needs both of individuals and society with the program resulting from full consideration of industrial, social, and political factors.

Recommendation: Programs must be coordinated on a state-wide basis to insure that the education system is responsive and for maximum utilization of available resources. Programs should not be duplicated until there is a clearly established, long-range need for the duplicated program. It may be less costly to have a single program and subsidize the student to attend the institution providing the program than to duplicate programs.

Recommendation: State control of two-year institutions should remain with the State Board of Education.

Recommendation: A capital outlay credit fund should be established to permit immediate reaction to needs and opportunities; such as availability of matching funds; such funds to be allocated only after thorough study and clearly determined need.

Recommendation: Appropriation requests and fund allocations should be based upon a formula which takes into account the cost of each program and the number of equated students participating in each program.

Recommendation: Funds should be provided to support staff development and institutional studies to improve the

quality of programs and instruction.

Recommendation: Sufficient funds should be provided to develop and maintain a highly trained professional staff at the state level commensurate to those at the administrative level in each college.

Recommendation: Transportation systems should be combined into a single system to serve the consortia area of responsibility with transportation routes showing marginal utilization being eliminated.

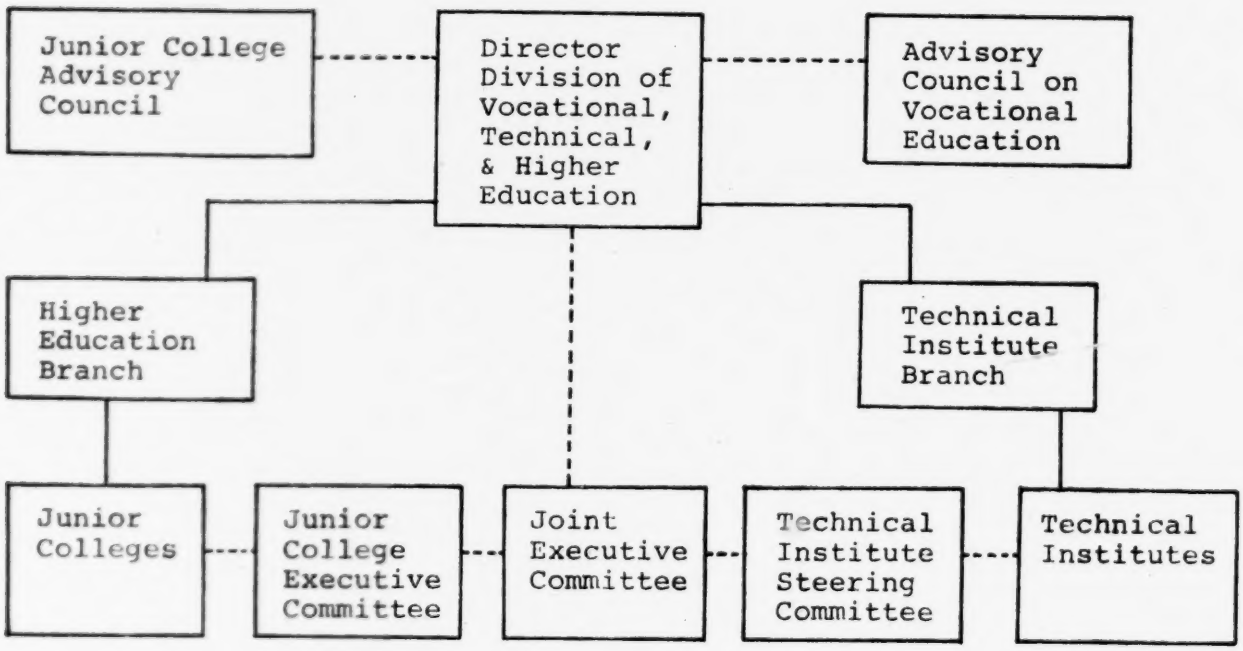
Recommendation: A higher education articulation committee should be established with representation from public and private two-year institutions, universities, The State Department of Education, The Alabama Commission on Higher Education, and other appropriate agencies. While representation should include admissions officers, the primary participants should be drawn from the departments and schools who make curriculum determinations and who are ultimately responsible for decisions pertaining to acceptance of specific credits.

Figure 1 is a recommended organizational chart for the coordination and administration of junior colleges and technical institutes under the proposed master plan.

The organization provides for state-level coordination to include the establishment of a joint committee to assist in coordinating both community junior and technical college matters.

FIGURE 1

PROPOSED STATE LEVEL ORGANIZATION



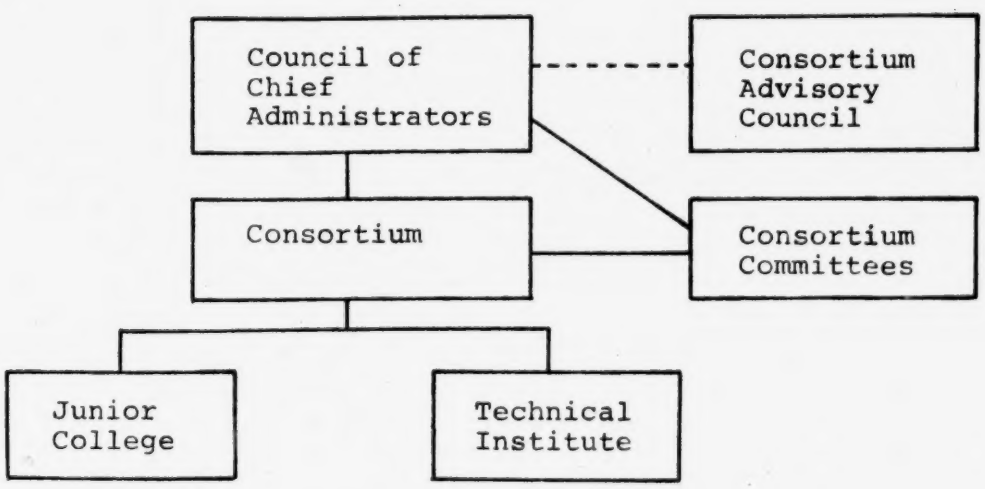
_____Coordination

----------Advisory

It is proposed that the consortia be coordinated by a council as indicated in Figure 2.

FIGURE 2

PROPOSED ORGANIZATION OF CONSORTIA



Each consortium will be coordinated by a council comprised of the chief administrators of each participating institution. Each member of the council will have equal voice. The council will elect a chairman and the position of chairman shall be rotated annually. The council of chief administrators may establish consortium committees, each having joint membership to deal specific areas such as

programs, transportation, or facilities. Any unresolved differences will be referred to the Director, Vocational, Technical and Higher Education. It is expected that the Director will refer appropriate cases to the Joint Executive Committee for recommendations. The arrangement relies upon the cooperative effort of autonomous co-equals.

It is anticipated that the basic elements of the master plan for junior colleges and technical institutions outlined above will be adopted as part of the Master Plan for Higher Education in Alabama.

State Level Coordination

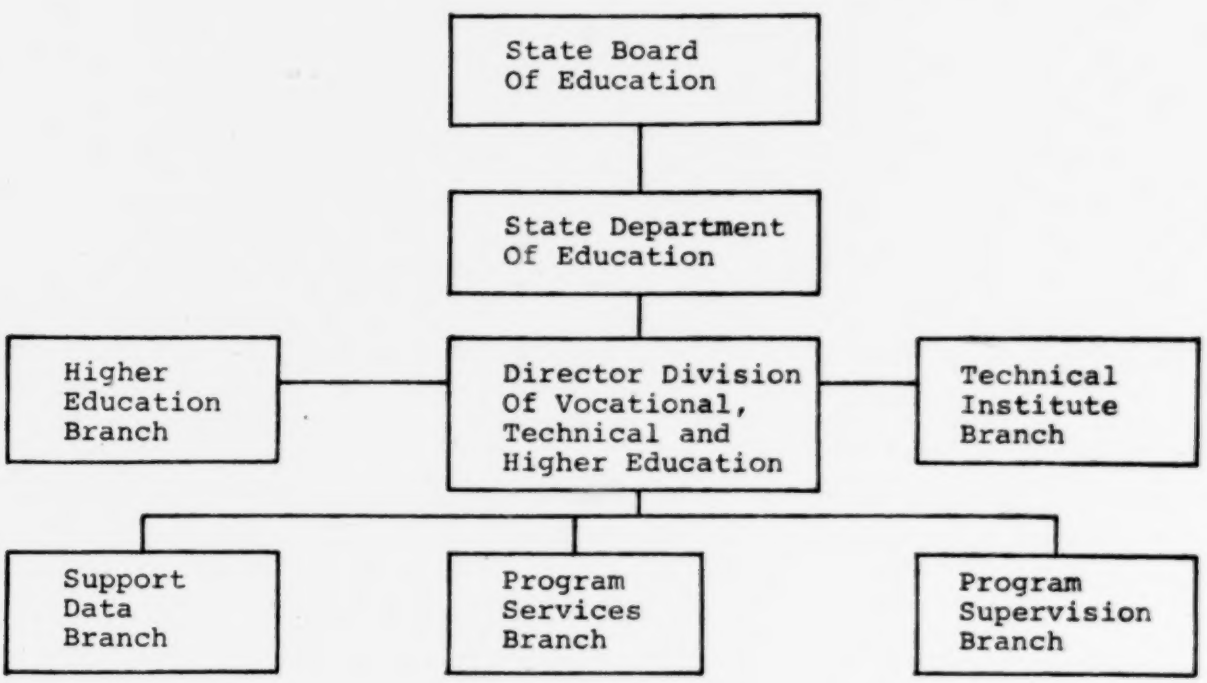
The elimination of the Division of Research and Higher Education from the Alabama State Department of Education and the placement of the junior college system under the newly designated Division of Vocational, Technical, and Higher Education has provided both challenges and frustrations. The reorganization to combine junior colleges and technical institutes was long overdue. It affords Alabama an opportunity to avoid the internecine conflict usually found when academicians and vocationalist confront each other. The institutional ego and mutual distrust associated with separate systems of autonomous institutions must be faced and dealt with. In the transitional period it was decided to organize the Division of Vocational, Technical, and Higher

Education into five branches. Figure 3, illustrates this organizational structure.

The Higher Education Branch is responsible for coordination and control of the 18 state junior colleges. The Technical Institute Branch is charged with the coordination and control of the 27 state technical institutes. The other branches are responsible for staff support for all divisional activities including junior colleges and technical institutes.

FIGURE 3

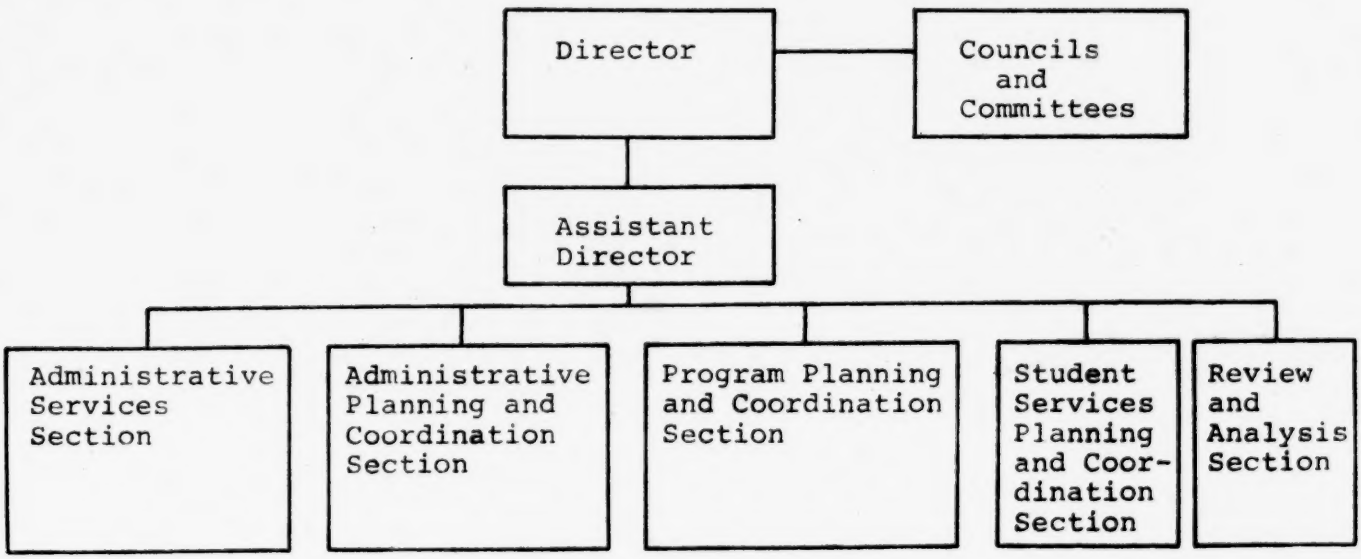
ORGANIZATION OF
THE DIVISION OF VOCATIONAL, TECHNICAL
AND HIGHER EDUCATION



The Higher Education Branch organization is illustrated in Figure 4.

FIGURE 4

ORGANIZATION CHART
HIGHER EDUCATION BRANCH



Job descriptions for the individuals and sections are as follows:

Branch Director Responsible to the Division Director for all matters pertaining to higher education. Secretary of the Executive Committee. General supervision over the branch and state junior colleges. Coordinates planning and development.

Assistant Branch Director Responsible to Branch Director and in charge of branch in his absence. Supervises the Administrative Services section. Has primary responsibility for

Federal Programs.

Administrative Services Section Responsible for providing clerical support for the branch. Processes all correspondences and publications. Maintain statistical and other records.

Administrative Planning and Coordination Section Responsible for all planning and coordination concerned with administration, finance, and facilities. Responsible for the administration of Federal programs under the Higher Education Facilities Act. Responsible for development of a management information system. In coordination with Division Fiscal Officer, responsible for developing budgeting and fund distribution procedure. Revises budgets and financial statements and recommends appropriate action. Serves as ex officio member of Business Affairs committee. Conducts surveys and studies dealing with administration, finance and facilities.

Program Planning and Coordination Section Responsible for all planning and coordination concerned with the instructional program. Responsible for establishing and continuing a program control procedure. Coordinates all instructional programs to ensure that unwarranted duplication does not occur. Maintains close coordination with junior colleges, technical institutes, the Vocational Advisory Committee, and the Alabama Development Office to provide responsible programs. Establishes and maintains a system of articulation between junior colleges

and all other institutions. Conducts studies, surveys, and evaluates the junior college programs. Ex officio member of the Academic Affairs Committee.

Student Services Planning and Coordination Section Responsible for developing and coordinating a system of student services for the state junior college system. Establishes and maintains a system of gathering and maintaining needed data concerning students. Responsible for Federal and State programs concerned with student financial aid. Ex officio member of the Student Affairs Committee.

Review and Analysis Section (To be established) Responsible for coordination of all studies concerning the junior college system. Analyzes reports and data and makes appropriate recommendations to the Branch Director.

If state-level coordination is to reach optimum effectiveness there must be a free flow of information and advice from the field. The mechanism which is being established for policy formulation includes a number of councils and committees comprised of representatives of the junior colleges and their constituencies. Some of these councils are operational; others are in the process of organization; others are at the planning stage.

A Council of Presidents has been in effect from the beginning. However, the Council has been somewhat inhibited by a lack of constructive guidance. Meetings have not been

held regularly nor has adequate weight been given to the views of the Council of Presidents. Moreover, a meeting of all eighteen presidents is at times unwieldly and counter-productive.

It was decided that the Council of Presidents would establish an Executive Committee for the purpose of considering policy proposals and making recommendations to the full Council. Regular meetings are scheduled with the Executive Committee meeting on the second Tuesday of each month. The entire council meets quarterly on the second Tuesday of the first month in each quarter. Written agenda are established in advance of each meeting of the Council and the Executive Committee.

The Executive Committee is comprised of the President of the Council of Presidents, the Director, Higher Education Branch, State Department of Education, and six members serving rotating six month terms. Terms are established so as to ensure that every junior college president is a member of the Executive Commttee during a two-year period. Appointments also made so that at least two members of the Committee are held over for the succeeding term to provide continuity.

The Executive Committee has been charged with a number of responsibilities. Internal matters under consideration include salary schedules, budgets and budgeting procedures, and administrative policies. The Committee is working with committees from the technical institutes on program development and coordination and student transportation.

Standing committees have been appointed to advise the Director, Higher Education Branch and the Council of Presidents on academic, business, and student affairs. Each junior college is represented on each committee. In selecting personnel to serve on the committees care was taken to ensure that each professional area is represented. For example: the academic affairs committee is comprised of eighteen persons (one from each junior college) including seven deans, eight faculty, a president, a business manager, and a dean of students. Student representation is provided on an ad hoc basis. Thus, all interests are represented. The same procedure is followed for the other standing committees so that communication among the professional specialties necessary in operating a junior college is facilitated.

Ad hoc committees have been established to deal with problems of a specialized nature. Typical of these are special committees for developing articulation policies between the junior colleges and the schools of business in the universities.

Joint committees are being established between the junior colleges and technical institutes. Matters under consideration include coordination of curricula, joint use of faculty and facilities, consolidation of student transportation, articulation, and the development of a management information

system.

Each junior college has a local advisory committee but there is no state-wide advisory council for junior colleges. The establishment of the council has been suspended until final determination has been made concerning the establishment of the Higher Education Commission under provisions of Section 1202 of the Higher Education Amendments of 1972.

The basic philosophy governing the system for state-wide coordination of the junior colleges is participative democracy. Each person affected by a policy is represented in its formulation. Policy execution is effected through the formal organizational structure. Authority is delegated to the organizational level responsible for particular operations. The role of the Higher Education Branch is perceived as one of coordination and assistance rather than control.

Resource Allocation

Data shown in Table 2 page 15 clearly indicates that by any measure the Alabama junior college program has been chronically underfunded. This shortage of financial resources has been further complicated by a process which unequally distributed inadequate funds. A system of financing is needed to insure that the junior college system receives its share of available revenues and further that these funds

are distributed equitably to the colleges.

Budget requests for the junior colleges are part of the biennial budget request made by the State Department of Education for all of public education except those universities having separate boards of trustees. The Alabama Commission on Higher Education is charged by law with the responsibility for submitting a unified budget for all of higher education including junior colleges and technical institutes. Thus, junior colleges make the same budget request of two separate educational agencies. This situation is further complicated by the methods of calculation used to determine the required level of funding. The State Department of Education budget request is based upon estimated full time enrollment while the Alabama Commission on Higher Education uses a formula based in part upon credit hours produced. Neither procedure is adequate to accurately represent financial need. An alternative method must be devised which satisfies the legal requirements of both the State Department of Education and the Commission on Higher Education yet accurately represents the needs of the junior colleges.

Funds have been distributed to junior colleges effective October 1, each year on the basis of the full time equivalent enrollment for the fall quarter. Thus, the college does not know its level of funding until a month after the academic year begins. Any unusual fluctuation from projected enroll-

ment can create fiscal chaos. Moreover, funds are allocated without regard to cost of programs offered.

These problems do not have simple solutions. Many factors are involved. Being responsible to two agencies under different budgeting systems is complicated by the Alabama fiscal year beginning October 1.

A study is being conducted to determine the basic cost elements associated with the operation of the junior college system. At least four elements have been identified: (1) cost of instruction, (2) cost of administration, (3) cost of operating and maintaining facilities, and (4) cost of transporting students. It is recognized that these costs will vary according to such factors as programs offered, size of enrollment, age of plant, location of the institution, and number of credit hours produced. An economy of scale exists in education but it has not yet been accurately determined for Alabama. Even so, the location of existing institutions will not permit application of such economies on a system-wide basis.

Once the cost of operation per educational unit (whether by credit hour produced or number of students enrolled) has been determined for each cost element a more accurate estimate of financial need can be developed. This becomes the budget request.

If these elements are appropriate for use in requesting

funds, it appears reasonable that the procedure can also be used to distribute funds appropriated. The Alabama Legislature has been asked to change the beginning of the fiscal year to July 1.

At present the junior colleges submit annual financial reports as of September 30 and an annual budget as of October 1. In the present form neither is a useful management tool. Further, the format used in both budgeting and financial reporting does not fully use the data produced by the chart of accounts. A study group is developing an interim system pending completion of the study to develop procedures for a cost based budget. This temporary procedure will include as a minimum, quarterly financial reports to be reviewed at the state level. The review will be accomplished in order to reallocate resources to respond to unanticipated needs which may develop during the year. The budget process will include the establishment of a level of resources based upon prior year experience so as to preclude loss of funds after staff contracts have been negotiated.

The management information system currently in use will not be adequate for further use. Members of the state staff are working with representatives of the Technical Institute Branch to revise the system so as to be compatible. The management information system project of the University of Florida - Florida State University Center for State and

Regional Leadership is being closely monitored for possible adoption.

Summary

The primary objective of the Higher Education Branch is to establish a structure for program development and implementation which is immediately responsive to educational needs. This requires a system of coordination which involves all elements and agencies having a capability to determine and respond to needs. There must be adequate financial resources to support approved programs and a flexible system for allocating resource to the point of greatest need. A management information system is required to communicate the impulses of need to the point of decision but the system cannot become so complicated as to be unwieldly.

Alabama does not yet have an adequate system of coordination. The modest proposals set forth in this Chapter can provide a basis for the evolutionary development of a coordinated and responsive system of two-year post-secondary institutions.

CHAPTER IV

WHAT OUGHT TO BE

Someone has said that politics is the art of the possible. That higher education is political, particularly in Alabama, cannot be denied. The proposals made in Chapter III are possible now but do not go far enough. They can only serve to establish the basis for movement through evolution toward the system which is outlined below. Evolution is slow but it is the process through which democratic institutions develop.

It will be recalled that the Master Plan described earlier calls for the establishment of consortia among co-equal institutions. Each institution remains autonomous with consortium activities being coordinated by a Council of Chief executive officers. The plan is based upon cooperation and must rely on the good will of personnel in the separate institutions. This will be extremely difficult for bias, particularly educational bias, is not easily overcome. The dual system of two-year post-secondary institutions in Alabama has emphasized the dichotomy which has long existed between "academic" and "vocational" education. Therefore, the trust and cooperation necessary for effective development of consortia will not come easy. Even if it does duality continues. There will be many hard decisions to be made and compromise

may tend to make some decisions, if not impossible, ineffectual. What has been proposed may not work because of an absence of centralized authority of the consortium level. The result could well be that countless students will remain unserved.

What is needed is a plan which has as its primary objective the provision of more effective programs of education without regard to the ego of existing institutions or their administrators. Educational needs must be made paramount. A system must be established on this basis to take full advantage of existing educational capabilities to meet educational demand and not allow educational programs to be perverted to meet institutional self-interest. Such a plan is outlined below.

The basic philosophy undergirding the "preliminary" Master Plan described in Chapter III is valid as are most of the recommendations contained in the document. However, if the plan is to be effective there must be some modification in the organizational structure.

The state junior colleges and technical institutes are scattered across the state with one or the other institution readily accessible to approximately 90 per cent of the population. As part of the state program for ecomomic development the state has been sub-divided into regional planning districts. Each of the regional planning districts contains

one or more two-year institutions. See Figure 5.

It is proposed that a system of community college districts be established with district boundaries coterminous with the boundaries of the regional planning districts. If the existing regional planning districts are not appropriate for this purpose, then consideration should be given to re-organizing the current planning districts. Each community college district will establish one or more multi-unit community colleges by combining the existing junior colleges and technical institutes located within the district. This will allow each regional planning district to have a comprehensive educational basis to support the development plan. This will become increasingly significant as the Rural Development Act., PL 92 - 419 is implemented.

The regional planning system is controlled at the state level by the Alabama Development Office, an agency of the Executive Branch. This office is engaged principally in economic development. It actively pursues new industry for the state and has had considerable success. In order that new and expanding industry has the needed manpower, an Industrial Training Section has been established in the Division of Vocational, Technical, and Higher Education, State Department of Education to conduct the necessary manpower training. While some of this training is contracted to existing institutions most is operated by the Industrial Training Section

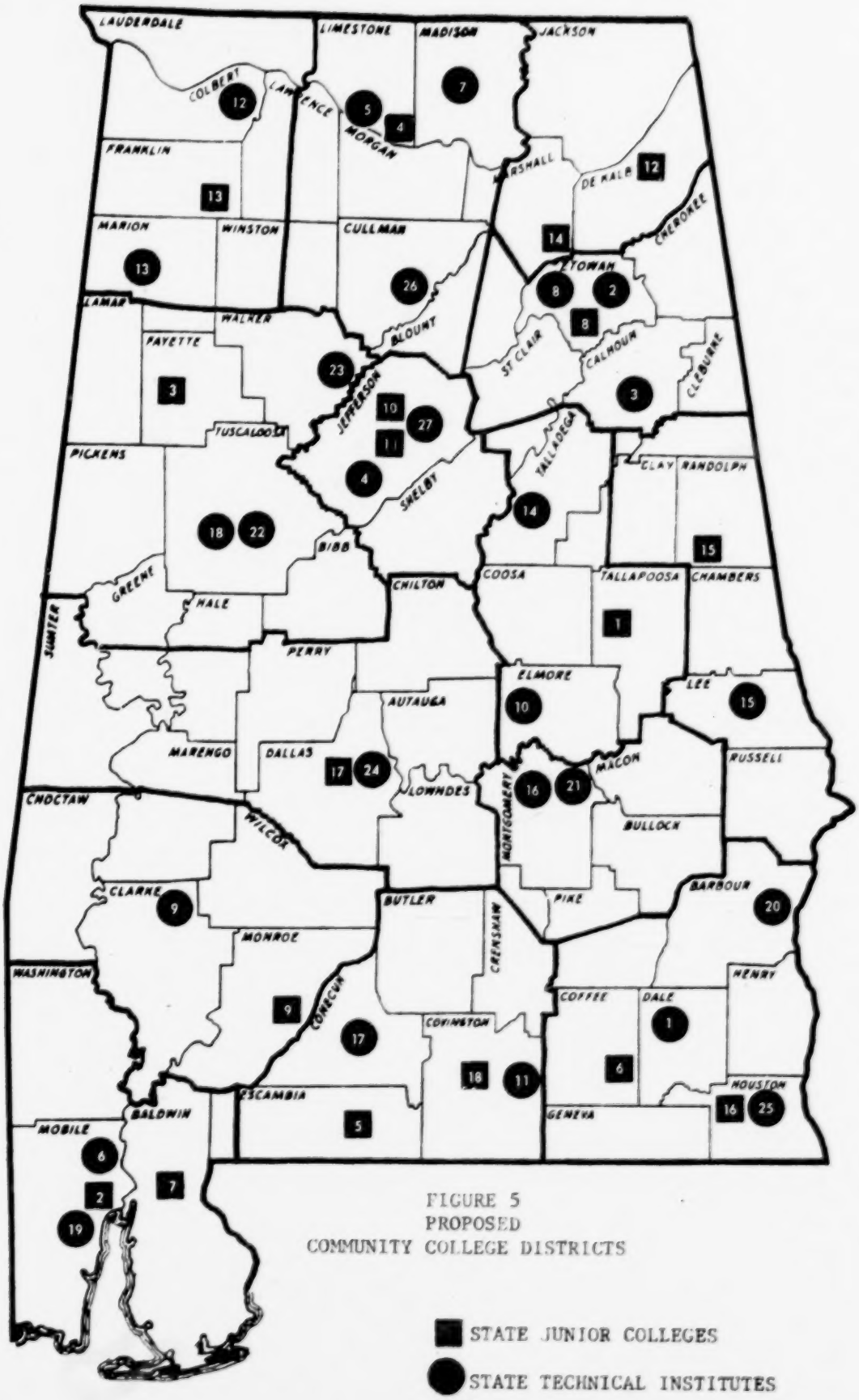


FIGURE 5
PROPOSED
COMMUNITY COLLEGE DISTRICTS

■ STATE JUNIOR COLLEGES

● STATE TECHNICAL INSTITUTES

in coordination with the Alabama Development Office. Consequently, there is in existence a linkage between regional development and education and training. This linkage should be strengthened and expanded.

Figure 6 suggests the establishment of 14 Community College Districts. It will be noted that with one exception each district contains at least one junior college and one technical institute. This provides the capability for establishing comprehensive programs within the districts without unwarranted duplication and capital expansion. To the extent possible the districts include areas presently served by the institutions. It will be noted that there is some overlap between Regional Planning Districts. Some adjustment in boundaries may be necessary as the plan is implemented.

This plan should also be implemented in phases but in a much shorter period than proposed earlier. It would appear that movement from consortia to multi-unit institutions could occur within two years with approximately half being established each year.

Many advantages can accrue from the establishment of comprehensive multi-unit community colleges. Among these are:

1. Increased capacity and will for cooperation between and among institutions.
2. Enhanced capacity for state-level coordination of the district's educational and training programs -

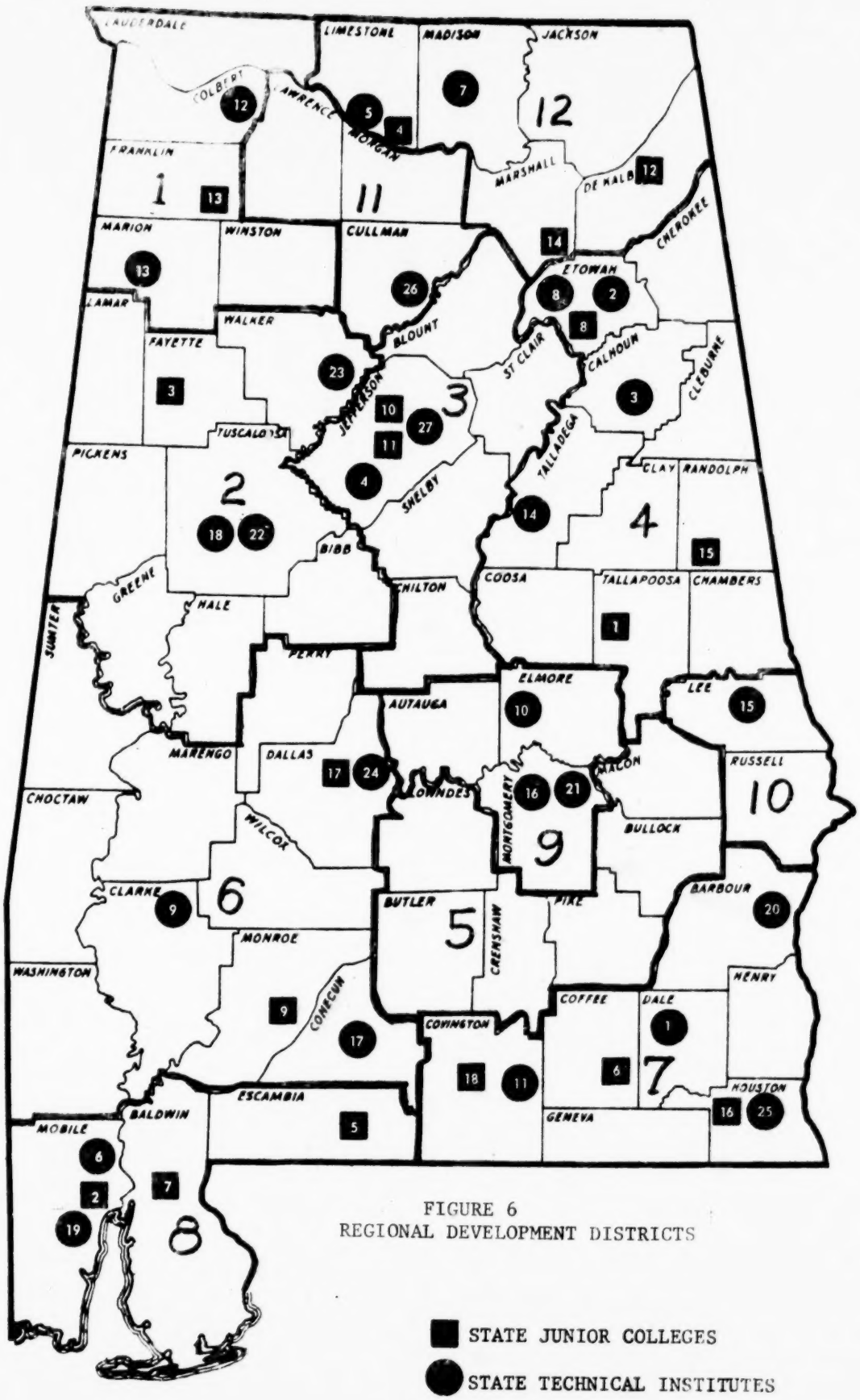


FIGURE 6
REGIONAL DEVELOPMENT DISTRICTS

■ STATE JUNIOR COLLEGES

● STATE TECHNICAL INSTITUTES

not solely for the purpose of, but taking into account, financial restraints.

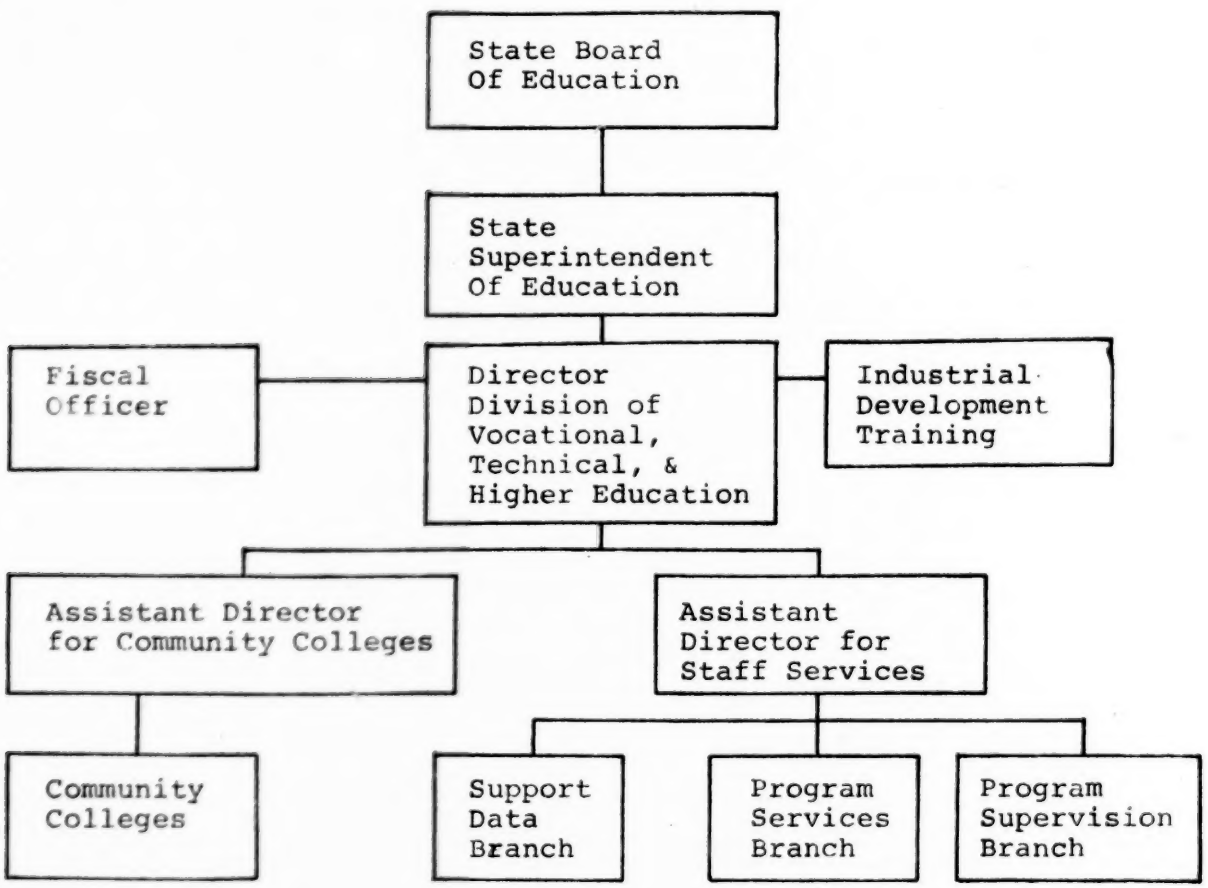
3. Enlarged access to post-high school programs for all citizens along with more freedom for individuals to change from one type of two-year curriculum to another.[3]
4. A more efficient use of public funds.
5. Provide for the orderly development of two-year institutions as necessary and facilitate allocation or elemination of educational programs among the campuses.
6. Maintain and develop throughout the district a system of programs and services which would encourage each citizen to achieve through education all that he is capable.
7. Provide more effective communications and relationships with community, state and federal agencies.

Operational responsibility for the community colleges should remain with the State Board of Education with administrative responsibility delegated to the Director, Division of Vocational, Technical, and Higher Education. This division should be reorganized to combine the junior college and technical college branches as a major organizational unit. A suggested organizational structure is shown in Figure 7.

3William E. Truitt, "Feasibility Study for A Multiunit, Post-Secondary, Pre-Baccalaureate Institution in Jefferson County, Alabama" (Unpublished doctoral dissertation, Auburn University, Auburn, Alabama 1973) pp 78-80

FIGURE 7

PROPOSED ORGANIZATION
DIVISION OF VOCATIONAL, TECHNICAL
AND HIGHER EDUCATION

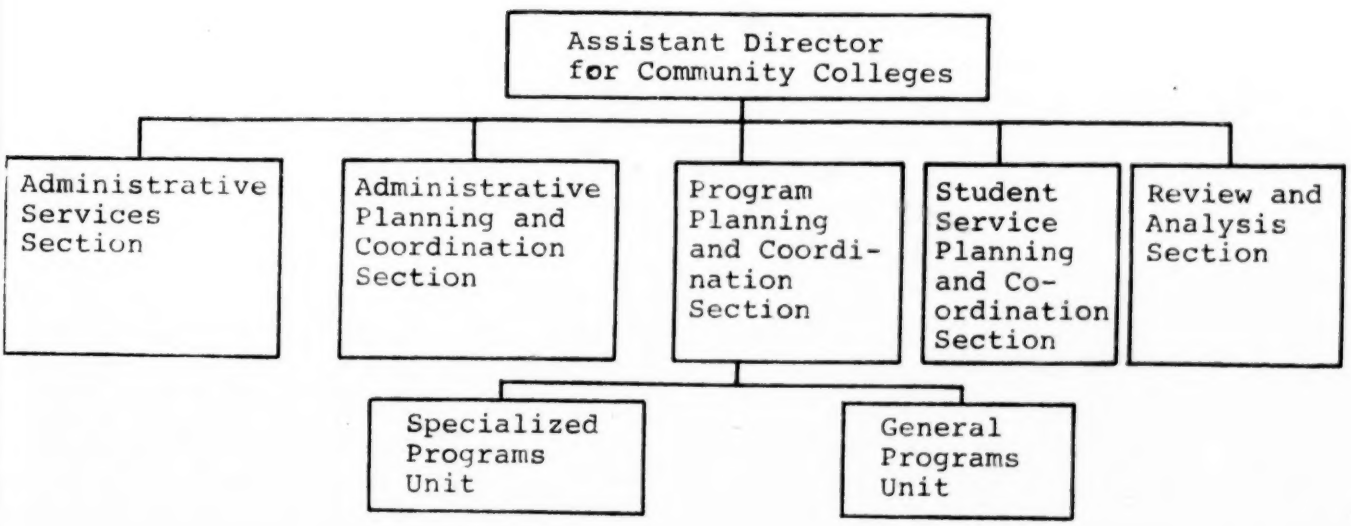


This organization separates the operations function fror staff functions. However, the specialized capabilities residing in the staff branches are available to the office of the assistant director for community colleges and therefore will not be duplicated.

The junior college and technical college branches are combined to eliminate the duality which presently exists and to conform with the district structure. Figure 8 illustrates the organization of the office of the assistant director for community colleges.

FIGURE 8

PROPOSED ORGANIZATION
OFFICE OF ASSISTANT DIRECTOR
FOR
COMMUNITY COLLEGES


Assistant Director for Community Colleges
Administrative Services Section
Administrative Planning and Coordination Section
Program Planning and Coordination Section
Student Service Planning and Coordination Section
Review and Analysis Section
Specialized Programs Unit
General Programs Unit

The task assignment of each section is self-explanatory.

Community college districts typically should be organized as shown in Figure 9.

FIGURE 9

PROPOSED TYPE ORGANIZATION
COMMUNITY COLLEGE DISTRICT

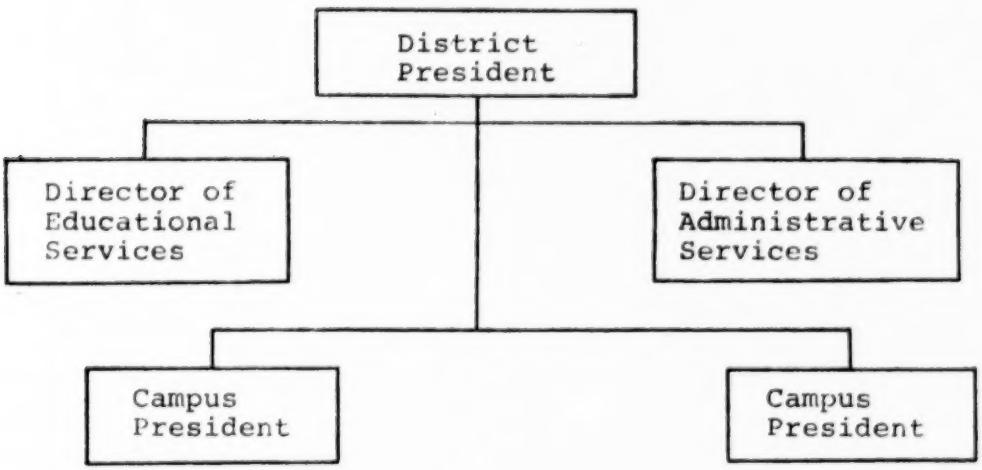


Table 3 indicates primary task assignments within the proposed districts.

TABLE 3

AREA OF PRIMARY RESPONSIBILITY IN THE PROPOSED COMMUNITY COLLEGE DISTRICTS [4]

Responsibility	Assigned to: Community College District	Assigned to: Each College or Campus
1. Professional Staff		
Approval	1	
Selection and Assignment		2
Evaluation and Supervision		2
In-service Training		2
2. Support Staff		
Approval	1	
Selection and Assignment		2
Evaluation and Supervision		2
In-service Training		2
3. Curriculum Planning and Development	3	
4. Approval of Curricular Proposals Prior to Board Presentation		
Transfer Curricula	3	
Career or Occupational Curricula	3	
5. Course Content and Organization		2
6. Textbook Selection		2
7. Library Book Selection		2
8. Library Book Processing	1	
9. Student Activities Program, including clubs and organizations, assemblies, intramural and inter-collegiate athletics, and student government		2

TABLE 3
(Continued)

Responsibility	Assigned to: Community College District	Assigned to: Each College or Campus
10. Other Student Personnel Functions		
Admissions and Records	3	
Counseling		2
Health Services		2
Bookstore		2
Food Services		2
Scholarships and Loans		2
Discipline		2
11. Research Relative to:		
Physical Facility Planning and Utilization	3	
Student Personnel Services	3	
Instructional Improvement		2
Educational Planning	3	
12. Faculty Committees		2
13. Accreditation Activities	3	
14. Community Services	3	
15. Publicity	3	
16. Administrative Data Processing	1	
17. Business Functions (tax funds)		
Purchasing	1	
Accounting	1	
Budget Development	3	
Budget Administration	3	
18. Business Functions (student body funds)		2
19. Maintenance, Buildings and Grounds	3	
20. Warehousing and Supplies	3	

Key: 1 - District
2 - College
3 - Joint

4Truitt - p 201

Two major weaknesses which exist in the present system of junior colleges and technical institutes are: (1) a lack of coordination between the junior colleges and technical institutes; and (2) the absence of a consistent involvement of the people served in policy determination. The first weakness should be reduced by the organizational structure proposed above. In order to increase involvement in policy determination it is proposed that a Coordinating Council consisting of seven members be appointed for each community college district to provide advice and direction for operations in the district. In selecting members for the Council care should be taken to insure that all interests have representation. Ideally membership would overlap with that of the Regional Development Councils. The Council should not be a corporate body but function in a coordinating role to insure that local needs are met without unnecessary duplication.

A Community College Council comprised of one member from each of the district councils should be established to provide advice to the State Board of Education on Community College matters.[5] The Director, Division of Vocational, Technical, and Higher Education, the Director of The Alabama Development Office, and the Director, Industrial Relations, should also

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5 E. B. Moore, Jr. "Proposals To Strengthen Education", The Birmingham News, May 25, 1971, p. 4.

be members of this Council. This system would supplement the lay advisory committees already in existence.

At present junior colleges and technical institutes are funded by separate accounts from the Special Education Trust Fund. It is proposed that these accounts be combined and a program budgeting procedure be established. Program budgets will be developed beginning at the campus level, consolidated by districts, and a unified state program budget will be presented to the legislature.

Staffing for the district president's offices will be provided by personnel savings resulting from consolidation of business offices, library services, transportation, student personnel activities, and improved utilization of faculty. Some economies will also result from better utilization of existing facilities and equipment.

The major problem associated with this plan is the turbulence created among the personnel involved. Many will be threatened by the prospect of consolidation. Some spaces will have to be eliminated but these reductions can be accomplished through attrition rather than reduction in force. The plan must be thoroughly explained to all who are affected by its implementation. A program of public information must also be developed in order that the public may be fully informed of the plan and its goals.

Implementation of this plan will not be an easy task.

There are many vested interests involved. Many structures and procedures of long standing will be disturbed. Leadership skills at all levels will be taxed. But, Alabama stands on the threshhold of developing the first fully integrated system of two-year post-secondary education in the South, if not the nation. We must press on.

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JUNIOR COLLEGE
INFORMATION

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